

Message Text

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ACTION PER-05

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FM AMEMBASSY PANAMA
TO SECSTATE WASHDC IMMEDIATE 5847

UNCLAS SECTION 1 OF 2 PANAMA 1274

FOR M/DG, S/IG AND ARA-AMBASSADOR TODMAN FROM AMBASSADOR JORDEN

E.O. 11652: N/A
TAGS: AMGT, APER
SUBJECT: EMBASSY REQUIREMENTS FOR CANAL TREATY IMPLEMENTATION

1. I HAVE CONSIDERED THE REQUIREMENTS OF THE EMBASSY WHICH WILL ARISE FROM IMPLEMENTATION OF THE NEW CANAL TREATIES, AND HAVE NOW REACHED SOME CONCLUSIONS, AND DEFINED ATTENDANT PERSONNEL AND ORGANIZATIONAL REQUIREMENTS, WHICH RELATE DIRECTLY TO THE NEED FOR SUBSTANTIVE OVERSIGHT AND ASSISTANCE IN TREATY IMPLEMENTATION BY CIVILIAN AND MILITARY USG AGENCIES ON THE ISTHMUS. I HAVE DIRECTED THAT MY STAFF TRANSMIT DETAILED JUSTIFICATIONS FOR THE ACTIONS INDICATED HEREIN THROUGH NORMAL CHANNELS. BUT IN VIEW OF THE IMPORTANCE I ATTACHE TO THESE REQUESTS AND THE URGENCY I SEE IN MEETING THEM, I WISH TO APPRISE YOU OF THEM AND REQUEST YOUR IMMEDIATE ACTION.

2. ORGANIZATIONAL RESPONSIBILITY FOR TREATY IMPLEMENTATION:

I HAVE CONCLUDED THAT RESPONSIBILITY, ON THE AMBASSADOR'S BEHALF, FOR OVERSIGHT AND COORDINATION OF THE ACTIVITIES OF THE USG ON THE ISTHMUS TO IMPLEMENT THESE TREATIES
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CANNOT BE EFFECTIVELY COMBINED WITH ANY ORGANIZATIONAL UNIT OF THE TRADITIONAL EMBASSY STAFF, AT LEAST DURING THE INITIAL YEARS OF THE TRANSITION PERIOD. THE MOST EFFECTIVE ORGANIZATION CONSISTS OF ESTABLISHMENT OF A NEW POSITION TITLE OF SPECIAL ASSISTANT TO THE AMBASSADOR FOR TREATY IMPLEMENTATION. THE SPECIAL ASSISTANT SHOULD REPORT DIRECTLY TO THE

AMBASSADOR, AND DIRECTLY SUPERVISE AT THE OUTSET THE TWO ADDITIONAL SPECIALISTS REQUESTED HEREIN. HE WOULD BE RESPONSIBLE FOR ASSURING THAT THE DCM IS KEPT FULLY INFORMED OF HIS ACTIVITIES. UPON ESTABLISHMENT OF THIS TITLE, THE POSITION CAN BE FILLED UP UPGRADING THE POSITION OF THE OFFICER IN THE POLITICAL SECTION WHO NOW CARRIES THE BULK OF THE RESPONSIBILITY FOR IMPLEMENTATION PLANNING (POSITION 10-5550-064) FROM FSO-5 TO FSO-3. AS INCUMBENT OF THIS POSITION, I WILL REQUIRE A RANKING FSO-3, HOPEFULLY WITH PRIOR BACKGROUND IN RELATIONS WITH OTHER AGENCIES (E.G., ONE OF THE FSOS WHO HAVE SERVED ON DETAIL WITH THE PANAMA CANAL COMPANY/CANAL ZONE GOVERNMENT). IN VIEW OF THE IMMENSE AMOUNT OF DETAILED BACKGROUND WHICH THIS OFFICER MUST ABSORB IN ORDER TO FUNCTION EFFECTIVELY, HE SHOULD ARRIVE AS SOON AS POSSIBLE BUT IN NO EVENT LATER THAN 6-8 WEEKS FROM NOW-- DELAY BEYOND THIS WILL PROBABLY HAMSTRING THE EMBASSY'S EFFECTIVENESS FOR MONTHS THEREAFTER.

3. POLITICO-MILITARY AFFAIRS: SOUTHCOM TREATY PLANNERS ARE ALREADY CONSULTING MY STAFF FREQUENTLY, AND ADVISE INFORMALLY THAT THEY ENVISION A CIVILIAN POLITICAL ADVISER AS AN INTEGRAL PART OF THE US TEAM ON THE JOINT COMMITTEE ESTABLISHED BY THE SOFA. THE MOST UNCLASSIFIED

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ECONOMICAL WAY TO PROVIDE THIS TO THE MILITARY AND TO PROVIDE THE AMBASSADOR WITH COMPETENT ADVICE AND A COORDINATION MECHANISM WITH THE MILITARY, WILL BE ADDITION OF A PROFESSIONAL PM SPECIALIST ORGANIC TO THE EMBASSY AND ALSO DESIGNATED BY THE DEPARTMENT AND JCS AS POLITICAL ADVISER TO THE COMMANDER OF US FORCES IN PANAMA. I NEED AN APPROPRIATE NEW POSITION, TO BE FILLED BY AN FSO-4 LEVEL OFFICER WITH A SUFFICIENT BACKGROUND IN PM AND AT LEAST ONE TOUR IN SOME OTHER COUNTRY (E.G., SPAIN, TURKEY, PHILIPPINES, ETC.) WHERE THERE IS A SUBSTANTIAL U.S. BASE PRESENCE UNDER A SOFA. SINCE THE MILITARY PLANNING PROCESS IS ALREADY FAR ADVANCED, AND SOUTHCOM IS MAKING INCREASING DEMANDS ON MY STAFF FOR ADVICE WHICH WE ARE ONLY marginally competent TO PROVIDE, I NEED THIS OFFICER AS SOON AS POSSIBLE.

4. LEGAL AFFAIRS: THE NEED FOR A PROFESSIONAL LEGAL OFFICER HERE WAS DISCUSSED IN PANAMA 0945 (TO THE INSPECTOR GENERAL). THE PLANNING PROCESS HAS ALREADY DISCLOSED A GREAT REQUIREMENT FOR INTERPRETATION OF THE NEW TREATIES AND ATTENDANT

AGREEMENTS, INTERPRETATION OF AGREEMENTS NOT ABROGATED
AS THEY WILL APPLY IN THE NEW SITUATION, AND ADVICE
ON PANAMANIAN LAW AND PRACTICE; THIS REQUIREMENT
WILL MULTIPLY DRASTICALLY AS EFFECTIVE DATE APPROACHES
AND EVEN MORE DURING THE TRANSITION PERIOD. THE
OFFICER ASSIGNED TO THIS POSITION WILL NEED TO
BECOME INTIMATELY FAMILIAR WITH A VAST AMOUNT OF
DOCUMENTARY BACKGROUND ON THE NEGOTIATIONS; HE SHOULD
ARRIVE AS SOON AS POSSIBLE IN ORDER TO BECOME
FUNCTIONAL. I NEED AN FSO/FSR-4 OR 5 WHO IS A
PROFESSIONAL ATTORNEY WITH SOME BACKGROUND IN
PRIVATE OR OFFICIAL PRACTICE, NOT JUST
A LAW DEGREE, TO FILL AN APPROPRIATE NEW POSITION
ESTABLISHED IN THE EMBASSY. THE DEPARTMENT
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MIGHT CONSIDER WHETHER THERE IS ANY RELATIVELY NEW
ATTORNEY IN THE LEGAL ADVISER'S OFFICE WHO COULD BE
ASSIGNED HERE; ALTERNATIVELY WE SHOULD CONSIDER
OUTSIDE RECRUITMENT.

5. POLITICAL AND ECONOMIC FUNCTIONS: REMOVAL OF
RESPONSIBILITY FOR TREATY IMPLEMENTATION FROM THE
POLITICAL SECTION WILL REDUCE THE SUPERVISORY BURDEN
ON THE POLITICAL COUNSELOR. FURTHER, WE HAVE LONG
NOTED THAT THERE IS CONSIDERABLE OVERLAP BETWEEN
SUBSTANTIVE REPORTING, ANALYSIS AND REPRESENTATIONAL

ACTIVITIES IN THE POLITICAL AND ECONOMIC FIELDS IN PANAMA. I HAVE CONCLUDED THAT THE MOST EFFICIENT AND ECONOMICAL ARRANGEMENT WOULD BE TO COMBINE THE CURRENT POLITICAL (LESS POSITION 10-5500-064) AND ECONOMIC SECTION STAFFS INTO A NEW POLITICAL-ECONOMIC AFFAIRS SECTION. POSITION 10-5550-118, POLITICAL COUNSELOR, SHOULD BE UPGRADED FROM FSO-3 TO FSO-2, AND THE EMBASSY'S REQUEST FOR AN ECONOMIC COUNSELOR POSITION (JORDEN-TODMAN LETTER, AUGUST 31, 1977) CANCELLED. REALLOCATION OF EXISTING FSS SECRETARIAL SLOTS WILL PERMIT SUPPORTING THE NEW OFFICE OF THE SPECIAL ASSISTANT WITH ONE AMERICAN SECRETARY AND THE POLITICAL-ECONOMIC SECTION WITH TWO.

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6. I CANNOT OVERSTATE THE URGENCY OF IMMEDIATE DEPARTMENT ACTION TO ACCOMPLISH THE CHANGES REQUESTED HEREIN. CRUCIAL PLANNING DECISIONS REGARDING THE IMPLEMENTATION OF THE NEW TREATIES ARE BEING MADE EVERY DAY BY BOTH OTHER USG AGENCIES AND BY THE GOVERNMENT OF PANAMA. THE SHEER MAGNITUDE OF THE SUBJECT IS STAGGERING. IF THE AMBASSADOR, THE EMBASSY AND THE DEPARTMENT EXPECT TO PLAY ANY MEANINGFUL ROLE IN HELPING THE PROCESS OF TREATY IMPLEMENTATION NOT TO BECOME BOGGED DOWN IN A WELTER OF PARTICULARISTIC BUREAUCRATIC INTERESTS OF SEPARATE AGENCIES ON THE ISTHMUS, WE MUST ACT AT ONCE TO PROVIDE THE NECESSARY MANPOWER, AND ALLOW SUFFICIENT TIME FOR THE ACQUISITION OF COMPETENCE. I URGE ALL OF YOU TO ACT IMMEDIATELY TO ACCOMPLISH THE FOLLOWING IN ACCORDANCE WITH THE TIMETABLE SET FORTH BELOW:

A. ESTABLISH POSITION TITLE OF SPECIAL ASSISTANT TO AMBASSADOR FOR TREATY IMPLEMENTATION; UPGRADE POSITION 10-5550-064 FROM FSO-5 TO FSO-3 TO FILL, EFFECTIVE IMMEDIATELY.

B. ADVISE OFFICE OF PERSONNEL TO SUSPEND ANY ACTION TO REPLACE CURRENT INCUMBENT OF POSITION 10-5550-064 (HINSON, ETD 7/78) AT O-5 LEVEL, EFFECTIVE IMMEDIATELY.

C. PROVIDE OTHER NECESSARY ACTION TO IMPLEMENT CONSOLIDATION OF POLITICAL AND ECONOMIC SECTIONS AS DESCRIBED PARA 5, EFFECTIVE IMMEDIATELY.

D. IN CONSULTATION WITH AMBASSADOR, IDENTIFY AND ASSIGN AN FSO-3 AS SPECIAL ASSISTANT, BREAKING

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CURRENTTOUR IF NECESSARY TO PERMIT OFFICER ASSIGNED
TO ARRIVE NOT LATER THAN 6-8 WEEKS FROM NOW.

E. ESTABLISH POSITIONS FOR POLITICO-MILITARY AND
LEGAL OFFICERS IN OFFICE OF SPECIAL ASSISTANT,
AT O/R-4 AND O/R-5 LEVELS, AND IDENTIFY AND ASSIGN
OFFICER, TO FILL THEM, TO ARRIVE NOT LATER THAN
8-12 WEEKSHFROM NOW.

7. I WILL BE IN WASHINGTON FOR THE ARA CHIEFS OF
MISSION CONFERENCE NEXT WEEK AND WOULD LIKE TO
DISCUSS THIS MATTER FURTHER AT THAT TIME.
JORDEN

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